# ANNUAL REPORT

**April 1, 1990**
**to**
**March 31, 1991**

**Province of British Columbia**

# MINISTRY OF SOLICITOR GENERAL

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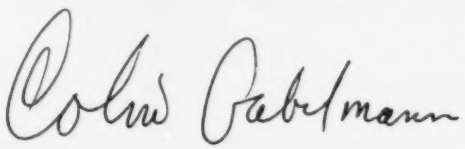
*The Honourable*
DAVID C. LAM, C.M., K. St. J., LL.D,
*Lieutenant Governor of the*
*Province of British Columbia*

MAY IT PLEASE YOUR HONOUR,

The annual report of the Ministry of Solicitor General for the period April 1, 1990 to March 31, 1991 is herewith respectfully submitted. I have the honour of submitting this report as a result of the recent amalgamation of the Ministry of Solicitor General with the Ministry of Attorney General. I believe that during the year of this report, the dedicated staff of the Ministry of Solicitor General provided responsible service to the people of British Columbia. I welcome the staff of the former Ministry and look forward to their contributions in the future.



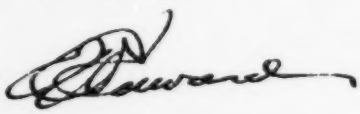
HONOURABLE COLIN GABELMANN
*Attorney General*

*Office of the Attorney General, 1992*

*The Honourable* COLIN GABELMANN
*Attorney General*

SIR:
As a result of the recent amalgamation of the Ministry of Solicitor General with the Ministry of Attorney General, I have the honour of presenting to you the Annual Report of the Ministry of Solicitor General for 1990/91.

Yours sincerely,



E. ROBERT A. EDWARDS,
Deputy Attorney General

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# INTRODUCTION

The Ministry of Solicitor General was established July 6, 1988 in recognition of the government's commitment to three specific areas: public safety, the protection of its citizens, and the orderly regulation of various commercial enterprises in society. The Ministry supports the provincial justice system and makes sure that the security and individual rights of British Columbians are protected. It supports the regulatory system, the orderly, day-to-day conduct of government and commerce, and the economic well-being of the province. It is one of the largest ministries in British Columbia, with 3,276 full-time equivalent employees and an annual budget of $376,681,000.

The Ministry consists of four branches as well as a number of service and regulatory agencies. The branches are:

- Police Services
- Corrections
- Motor Vehicle Branch
- Support Services Branch

The agencies, which report to Support Services Branch, are:

- B.C. Board of Parole
- B.C. Coroners Service
- B.C. Gaming Commission
- B.C. Police Commission
- B.C. Racing Commission
- Commercial Appeals Commission
- Criminal Injury Section
- Motion Picture Appeal Board
- Motor Carrier Commission
- Order-In-Council Patients' Review Board.

Support Services Branch also includes:

- Film Classification
- Public Gaming operations.

In addition to its branches and agencies, the Ministry incorporates:

- Women's Programs
- Public Affairs and Communications
- The Insurance Corporation of British Columbia, which administers a compulsory automobile insurance program, reports to the Solicitor General.

The operations of the Ministry are directed by the Executive Committee. This committee includes the Deputy Solicitor General, who is also the Commissioner of Corrections, and the Assistant Deputy Minister of each branch. Two of the branches, Corrections and Motor Vehicle, provide service on a highly regionalized basis.

# GOALS

In fulfilling its mandate, the Ministry upholds the following goals:

- To maintain law and order and public peace in the province through coordinated, professional and well-trained services;
- To control and regulate firearm use, and to regulate the private security industry and protective security in government;
- To coordinate efforts to identify, suppress, and prevent organized crime and terrorism;
- To coordinate municipal plans and assist local communities in organizing themselves to respond to major emergencies and disasters;
- To provide a wide range of correctional programs in the community that can act as safe and effective alternatives to custody;
- To safely hold federal inmates transferred to the province as well as people who are remanded or sentenced to custody for less than two years by the courts;
- To help resolve less serious offences without court intervention, through diversion to community programs;
- To reduce the disproportionate number of native people in the corrections system through the cooperative development of alternatives and preventive measures;
- To supervise people released on bail or who are on temporary absence, probation or parole;
- At the request of the courts or Crown Counsel, to conduct investigations, provide information or make recommendations which will help resolve criminal matters that are before, or may come before, the judiciary;
- To determine whether it is suitable for offenders to be gradually released from custody into the community, and to make sure that appropriate supervision is provided;

- To provide assistance to victims of crime;
- To help families experiencing marital separation to resolve issues amicably that relate to child custody, access, maintenance and spousal support;
- To provide information to the courts to help resolve problems surrounding marital separation;
- To make sure that all resident operators of motor vehicles using the provincial roads and highways are qualified and competent to drive, and to make sure that drivers keep their vehicles in a safe operating condition;
- To monitor, regulate and enforce the lawful use of public roads and highways;
- To make sure that motor carriers operate safely and economically in a viable industry.
- To establish methods of preventing sudden and unexpected deaths, based on the findings from coroners' inquests;
- To make sure that commercially distributed films and videos, and their related advertising, display and presentation, comply with legislated standards of taste;
- To make sure that horse racing events and public gaming activities are conducted fairly, lawfully, and in the public interest;
- To hear quasi-judicial appeals of administrative decisions on commercial transactions and economic regulation, in accordance with provincial statutes; and
- To assess the circumstances of those who have been found unfit to stand trial or who have been found not guilty by reason of insanity.

# PRINCIPLES

In providing service, the Ministry is guided by the following principles:

- To respond to changing public needs with impartiality towards individuals and minority groups alike;
- To maintain high-quality service and high standards of professionalism through employment equity programs for women, motivational training, and the positive recognition of the achievements of Ministry staff;
- To recognize that individuals and communities are entitled to reasonable protection from those who pose a threat to peace, security and well-being;
- To avoid excessive or unnecessary intervention into the lives of individuals or institutions;
- To work with citizens in preventing crime and responding to dangerous or disastrous events; and
- To treat victims and witnesses in the criminal justice system with dignity and respect.

# VOLUNTEER ACKNOWLEDGEMENT

The Ministry of Solicitor General has a valuable and productive partnership with volunteer groups, which play a major role in the betterment of life in the province. Both the Corrections Branch and Police Services Branch have numerous unpaid volunteer programs which contribute greatly to their effectiveness. Some 20,000 people contributed their time during the fiscal year to help improve the level of service to the public.

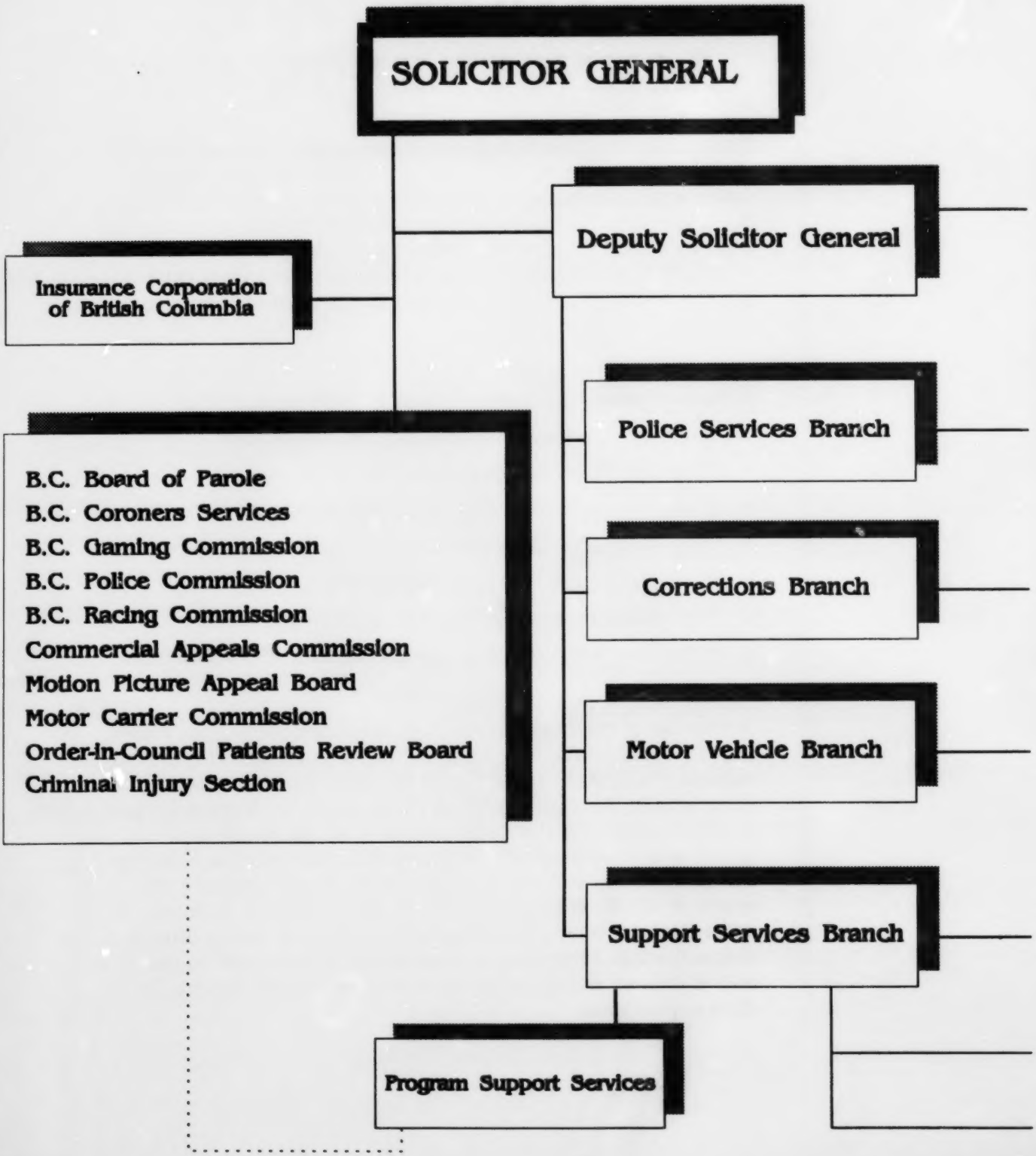
Police Services Branch

Volunteer programs involve about 18,000 participants:

- Auxiliary Constables (RCMP), 1,150 volunteers
- Municipal Reserve Constables, 250 volunteers
- Block Watch/Citizen Patrols, 3,000 volunteers
- Crimestoppers, 200 volunteers
- Block Parents, 5,000 core volunteers
- Provincial Emergency Program, 7,600 volunteers
- Police-based Victim Assistance Program, 450 volunteers

Corrections Branch

Two areas of the branch, institutional corrections and community corrections, involve community participation, and attracted nearly 2,000 volunteers in 1990/91. Volunteer programs in institutional corrections include: ❖ religious programs ❖ native liaison ❖ recreation such as music and sports ❖ school programs ❖ Alcoholics Anonymous ❖ Narcotics Anonymous ❖ literacy programs ❖ family support programs ❖ M2W2 ❖ Elizabeth Fry ❖ job readiness training ❖ John Howard ❖ citizen advisory committee ❖ victim offender reconciliation. Programs in community corrections include native liaison, family support, and Community Service Orders supervision.


SOLICITOR GENERAL
Deputy Solicitor General
Insurance Corporation of British Columbia
B.C. Board of Parole
B.C. Coroners Services
B.C. Gaming Commission
B.C. Police Commission
B.C. Racing Commission
Commercial Appeals Commission
Motion Picture Appeal Board
Motor Carrier Commission
Order-in-Council Patients Review Board
Criminal Injury Section
Police Services Branch
Corrections Branch
Motor Vehicle Branch
Support Services Branch
Program Support Services

# MINISTRY OF SOLICITOR GENERAL
## Organizational Chart
## 1990/91

**Communications and Public Affairs**

**Women's Programs**

**Internal Audit**

- Co-ordinated Law Enforcement Unit (C.L.E.U)
- Provincial Emergency Program (P.E.P)
- Policing, Policy and Programs
- Security Programs

- Resource and Program Analysis Sections
- Probation, Family and Community Services
- Adult Correctional Centres
- Youth Containment Centres
- Inspection and Standards

- Traffic Safety & Licencing
  - Road Safety
  - CounterAttack
  - Driver & Vehicle Licencing
- Commercial Transport and Private Vehicle Inspections
  - Commercial Transport & Weigh Scales
  - Commercial Private Vehicle Inspections
  - AIRCARE Vehicle Emmission Testing
- Management Services
  - Policy and Resource Analysis
  - Revenue Administration
  - Information Technology

- Finance and Administration
- Information and Technology Services
- Policy and Resource Analysis
- Personnel Services

**Film Classification Branch**

**Public Gaming Branch**

# MINISTRY BUDGET AND STAFFING

| | F.T.E.'s | ALLOCATION ($) |
|---|---|---|
| Minister's Office | 5.00 | 267,592 |
| Executive Office | 7.50 | 948,842 |
| Support Services Branch | 73.00 | 9,157,018 |
| Police Services Branch | 117.00 | 120,779,742 |
| Corrections Branch | 2,230.00 | 167,347,536 |
| Motor Vehicle Branch | 723.50 | 54,874,360 |
| Coroners Service | 30.00 | 6,598,643 |
| Public Gaming Branch | 42.00 | 2,787,235 |
| Film Classification Branch | 9.00 | 711,086 |
| Criminal Injury Section | 0.00 | 7,505,000 |
| B.C. Racing Commission | 14.00 | 10 |
| B.C. Gaming Commission | 1.00 | 547,486 |
| B.C. Police Commission | 9.00 | 1,199,127 |
| B.C. Board of Parole | 6.00 | 651,533 |
| Motor Carrier Commission | 6.00 | 443,026 |
| Motion Picture Review Board | 0.00 | 72,098 |
| Order-in-Council Review Board | 2.00 | 274,245 |
| Commercial Appeals Commission | 1.00 | 212,921 |
| Emergency Assistance | 0.00 | 1,203,500 |
| Special Account - Corrections Work Program | 0.00 | 1,100,000 |
| **Ministry Total** | **3,276.00** | **376,681,000** |

# POLICE SERVICES BRANCH

Police Services Branch ensures that services provided by the public police and security agencies, and by emergency preparedness agencies, are adequate and effective. The branch is responsible for the planning and coordination of provincial responses to major emergencies and disasters. To provide these services, the branch works closely with the B.C. Police Commission, the Police Academy of the Justice Institute, the RCMP (which serves as the provincial police force), sixty-three municipal police forces, and numerous communities, large and small industries, and federal Ministries and agencies. The four major divisions in the branch are Policing Policy and Programs Division; Coordinated Law Enforcement Unit; Provincial Emergency Program; and Security Programs.

## POLICING POLICY AND PROGRAMS

*"Every society gets the kind of criminal it deserves. What is equally true is that every community gets the kind of law enforcement it insists on."*

*Robert F. Kennedy,*
*Attorney General of the U.S.*
*1964*

Through this division, the Ministry provides a wide spectrum of policing activities and programs in the province. It makes sure that government is well-informed on policing issues and that the police, in turn, are aware of government initiatives and views on police matters. The division's operational responsibilities are limited to specific, approved programs.

In formulating policing policy, division members recommend or coordinate legislative initiatives. The division administers public funds needed for police services through three federal-provincial and fifty-one municipal-contract policing agreements. It is responsible for developing, operating, and

monitoring the Police-Based Victim Assistance Program, which helps victims deal with the immediate impact of crime and with the justice system. Under this program, volunteers are trained to support victims in a number of ways, such as assisting in filling out criminal injury claim forms, showing how the court system works, or helping in the grieving process. Plans are underway to expand the program to other locations in the province. The division is responsible for a diverse range of citizen-based initiatives, such as the Provincial Auxiliary/Reserve Police Program, the Special Provincial Constable Program, and other programs and activities relating to crime prevention, preventive policing, and improvements to native, rural and ethnic policing.

1990/91 Activities

Negotiations to renew RCMP contract policing continued, with talks moving to the ministerial level. With expiration of the agreement on March 31, 1991, an interim one-year extension was reached on the basis of current terms and conditions. Members of the division are continuing efforts to improve the quality of police services in the province. In particular, a multi-disciplined working group is examining policing options for B.C. into the twenty-first century. Another group, representing three levels of government, is examining "partnership" policing arrangements on Indian reserves with native people.

The Interministry Committee on Criminal Gangs was established in April, 1990, to find new ways to respond to the growing threat of criminal gangs and street violence. The Law and Order Initiative provides a combined enforcement and crime prevention program for the Solicitor General and Attorney General Ministries. The initiative provides resources for the Solicitor General to:

- strengthen the criminal gang unit of the Coordinated Law Enforcement Unit and include criminal intelligence and analysis;
- organize police and community task forces to identify local crime issues and produce strategies for addressing these issues;

- acquaint students in Canada on visas, and their families, with the justice system, and alert them to problems they may face;
- train police and corrections staff in new ways to respond to gang-related crime; and
- establish storefront police stations to help police develop better working relationships with ethnic communities and crime-ridden neighborhoods.

In the areas of policy development, the Ministry is considering a number of changes to policing policies with respect to special provincial constables (for example, conservation officers and railway police) and the exercise of police powers under a number of federal and provincial statutes. The Ministry has developed proposals, for consideration by government, to enhance policing in B.C. communities. The Ministry is considering policing options as well as alternative methods of funding for police operations. This recognizes that policing requirements exceed the ability and willingness of the public to pay for them.

*"Revolt and terror pay a price. Order and law have a cost."*

*Carl Sandburg, 1938*
*The People, Yes.*

## COORDINATED LAW ENFORCEMENT UNIT

The mandate of the Co-ordinated (CLEU) is to combat organized and major crime in the province. Criminal investigations are carried out by seconded police personnel in the Joint Forces Operations. The civilian component provides clerical, technical and analytical support on the Joint Forces Operations, policy advice to government on all aspects of organized crime prevention and control, and liaison with domestic and foreign police and law enforcement agencies. Since CLEU was established in 1974, its Joint Forces Operations, located in Vancouver and Victoria, have arrested more than 2,000 individuals in organized or major criminal activity.

The Policy Analysis Division provides impetus and leadership in developing provincial as well as national organized crime control policy and legislation.

## PROVINCIAL EMERGENCY PROGRAM

The government's response to natural and man-made emergencies and disasters is coordinated by the Provincial Emergency Program (PEP), whose ultimate objective is to mitigate human suffering and property loss.

PEP's responsibilities are to:

- provide a leadership role in emergency planning for the provincial government and its agencies;
- give advice and assistance in emergency planning to industry and regional and municipal governments;
- create public awareness of the need to be prepared for emergencies and disasters, such as earthquakes, tsunamis, oil spills, floods, and incidents requiring search and rescue.
- establish, maintain and operate the government's emergency operations centre to coordinate action in a major emergency;
- train provincial government staff, municipal officials, and members of the public in how to respond to an emergency;
- administer the Disaster Financial Assistance (DFA) Program;
- support Canadian Armed Forces and police in their search and rescue operations through the use of volunteers; and
- support emergency service volunteers for all provincial government ministries.

PEP headquarters in Victoria, with a staff of 23, directs the PEP field and training staff and operates a 24 hour-a-day, seven-day-a-week, Emergency Coordination Centre which reacted to over 3,500 incidents during the year. The 14 field staff members operate in nine zones, which are aligned with the nine RCMP sub-divisions in the province. The PEP Training Academy, with five staff members, is a key part of the safety-oriented B.C. Justice Institute in Vancouver.

Throughout the province, emergency response activities are supported by over 7,700 registered volunteers with a wide range of expertise, from piloting aircraft to providing emergency social services, from giving first-aid to conducting dog searches in difficult terrain.

In 1990/91, $53.4 million was slated for flood relief, of which $28,525,458 was dispersed. During the year, PEP responded to 2,590 dangerous goods incidents, 399 search and rescue incidents, 287 accidents in which people had to be removed from crashed vehicles, and 202 incidents that involved floods.

The PEP Academy, established in 1989 at the Justice Institute of B.C., conducted courses for over 1,100 people. Courses were also delivered through workshops in local communities.

As a result of serious floods in 1990, PEP revised the Provincial Disaster Financial Assistance Guidelines to better meet the needs of B.C.'s citizens. The *Emergency Program Act* was last revised in 1979, and its emphasis on Civil Defence does not reflect the government's current priorities in the areas of public safety and emergency preparedness. New legislation has been drafted.

PEP continued to improve its communications and early warning capabilities. A U.S. Weather Service satellite receiving dish was installed at PEP's Response Centre. This system will provide earlier tsunami warnings to B.C. coastal communities.

Public information was enhanced in 1990/91 through the distribution of brochures, a newsletter, and briefings in local communities. Improvements in B.C.'s ability to respond to emergencies and disasters continues. The creation of the Environmental Emergency Services Branch in the Ministry of Environment, coupled with PEP's growth from 27 to 42 staff members since 1987, reflects the government's commitment to improved emergency and public safety measures.

## SECURITY PROGRAMS DIVISION

This division is responsible for firearms control and the regulation of the private security industry. It licenses and inspects firearm businesses, security agencies and their employees; regulates the operation of shooting clubs; administers the firearms acquisition certificate program; stores and disposes of seized firearms; trains appropriate government employees in the use of firearms; tests armored car personnel on restricted weapons use; and informs police and the public of firearm and private security policies and laws.

In 1990/91, the division tested 116 armored car guards for proficiency and safety in handling firearms, and provided six firearms training courses to seventy-six forestry employees. The division took possession of 683 firearms for inspection and disposal, destroyed 322 firearms, re-issued 22 firearms to other government agencies, function-tested 64 assault weapons, issued or renewed 831 firearms business licences and processed 22,240 firearms acquisition certificates. It issued 1,132 security business licences and 7,547 security employee licences.

## OVERVIEW OF THE STRUCTURE OF POLICING IN BRITISH COLUMBIA

B.C. has a provincial force (RCMP); twelve "independent" municipal forces; forty-three RCMP-contracted municipal forces; and eight RCMP "extended" municipal contracts. The provincial and municipal forces provide police services to their own geographic locations, which together cover the entire province. In addition to the provincial and municipal forces, the RCMP Federal Force, Ports Canada Police, and the CN and CP Police are also present in the province.

Provincial Force (RCMP)

The provincial force polices the unincorporated (usually rural) areas and municipalities under 5,000 population. There are 125 provincial force detachments. The cost of the provincial force is shared between the federal and provincial governments under the terms of the Federal/Provincial Policing Agreement.

Provincial detachments are usually named after a municipality. However, if a municipality has under 5,000 population, the detachment polices not only that municipality but also the unincorporated area surrounding it. For example, Keremeos Provincial Detachment polices the Village of Keremeos as well as the rural areas and other communities outside the municipal boundaries. On the other hand, if a municipality has more than 5,000 population, the provincial detachment is only responsible for policing the surrounding unincorporated area. For example, Kelowna Provincial Detachment is responsible for policing the areas outside the boundaries of the City of Kelowna. However, in many cases, the municipal and provincial detachment work out of the same building and act as one detachment to provide police services to the combined provincial and municipal detachment areas.

Provincial "Extended" Contracts (RCMP)

The 1981 Canada Census indicated that seven municipalities exceeded 5,000 population for the first time. In 1987 the incorporation of the community of Colwood created an additional municipality over 5,000 population. As a result of exceeding the 5,000 population mark, these municipalities became responsible for the provision of police services in their communities. Instead of establishing their own police departments, or contracting for RCMP municipal police services, it was agreed that the provincial force would extend police services to these eight municipalities on a fee for service basis, and that the municipalities would reimburse the province for the police services they received.

Municipal Forces (Independent and RCMP)

The *Police Act* and *Municipal Act* state that when a municipality reaches 5,000 population, it must assume responsibility for its police services. There are twelve municipalities with their own police departments in B.C. These twelve departments are often referred to as "independent" municipal police forces. The cost of policing in these municipalities is borne 100% by local taxpayers. There are forty-three municipalities which contract for RCMP municipal police services. The cost of policing, in each case, is shared between the municipality and the federal government under the terms of the Federal/Provincial Master Municipal Police Agreement. There

are, however, two different cost-sharing formulas: one for municipalities over 15,000 population, and one for municipalities under 15,000 population. Municipalities over 15,000 population pay a higher percentage of their costs than those under 15,000 population.

# MUNICIPAL AND PROVINCIAL POLICING AREAS

| | 1988 | 1989 | 1990 |
|---|---|---|---|
| **POPULATION POLICED** | | | |
| Municipal Forces | 2,321,725 | 2,386,961 | 2.446,919 |
| Provincial Force | 658,475 | 666,339 | 684,781 |
| **B.C. TOTAL** | **2,980,200** | **3,053,300** | **3,131,700** |
| **NUMBER OF CRIMINAL CODE OFFENCES** | | | |
| Municipal Forces | 337,745 | 353,844 | 386,990 |
| Provinical Force | 68,630 | 69,530 | 74,272 |
| **B.C. TOTAL** | **406,375** | **423,374** | **461,262** |
| **CRIME RATE (Criminal Code Offences per 1000 Population)** | | | |
| Municipal Forces | 145 | 148 | 158 |
| Provincial Force | 104 | 104 | 108 |
| **B.C. TOTAL** | **136** | **139** | **147** |
| **AUTORIZED POLICE STRENGTH** | | | |
| Municipal Forces | 3,674 | 3,766 | 3,840 |
| Provincial Force | 1,504 | 1,504 | 1,504 |
| **TOTAL** | **5,178** | **5,270** | **5,344** |

# POLICING EXPENDITURES

## (Includes Federal Contributions)

| | 1988/89 | 1989/90 | 1990/91 |
|---|---|---|---|
| Municipal | $266,549,884 | $290,449,242 | $314,831,619 |
| Provincial | $129,997,337 | $133,317,863 | $140,022,465 |
| **TOTAL** | **$396,547,221** | **$423,767,105** | **$454,854,084** |

***Statistics Note:*** *Municipal policing jurisdictions include independent and RCMP municipal forces. All figures and rates for provincial policing shown above include the RCMP provincial forces as well as the RCMP extended contracts.*

# CORRECTIONS BRANCH

The Corrections Branch provides facilities, supervision, programs and services for incarcerated adult offenders who are on remand or who have been sentenced to less than two years imprisonment; young offenders on remand or sentenced to periods of open or secure custody; and adults and young people who are under probation or parole, or who are awaiting sentencing. The branch provides reports as ordered by the courts regarding child custody, access, family maintenance payments and other issues. It provides counselling and conciliatory services to people who are considering court intervention in resolving marital or family disputes. In addition, the branch provides a broad range of contracted services which promote community restitution and positive changes in offenders.

## CORPORATE INITIATIVES

During the 1990/91 fiscal year, the Corrections Branch continued to develop a number of specific programs and address priorities for the future.

## INMATE WELFARE AND WORK POLICY

These two policies were designed to meet the fiscal management requirements of the Comptroller General's office. During 1990/91, the inmate work policy received further review and staff received training on its application.

## SOCIAL PROGRAM OFFICER SERIES

Branch managers concluded negotiations to include probation officers in this job classification.

## MISSION STATEMENT

The document *Goals, Strategies and Beliefs* had provided a statement of direction for the branch since 1986. However, it required revision. The draft rewrite was completed in 1990/91 and copies were made available to all branch managers. Each unit in the branch (each probation officer, each jail, etc.) will write its own Mission statement, and various meetings on this were expected to be held.

## COMMUNICATIONS STRATEGY

The branch continued its efforts to keep in touch with the public. It produced a variety of public information brochures, began developing methods to consult more closely with the public, and planned to produce a video on the services provided by the Corrections Branch.

## DIVERSION

Adults and young people who have committed minor offences are diverted from the formal court system to activities which provide a community service. The diversion program is expected to expand in 1991/92.

## SEX OFFENDERS

In 1990/91 there were about 1,700 sex offenders in custody or on intensive supervision in the community. Institutional sex-offender programs focused on maintaining or increasing levels of service. During the year great emphasis was placed on the supervision of sex offenders in the community. In the Coquitlam area a special supervision unit opened in January, 1991. In Vancouver, the Vancouver Specialized Supervision Unit opened. In Nanaimo, counselling groups for sex offenders became available and in Campbell River the branch began exploring the establishment of sex offender programs for natives. In the Interior, sex offender programs continued to be strengthened and travelling clinics were extended to more communities in the North, including Terrace, Smithers, Anaheim Lake, Bella Coola and Prince Rupert.

## NATIVE OFFENDERS

The Corrections Branch continued to seek the involvement of native groups in correctional programming. This was in part due to the significant efforts of the Native Justice Steering Committee which provided direction for the program. The Ministry of Attorney General supplied some of the funding. In the Interior, a probation liaison worker provided a bridge between native groups and the branch to help probation officers working with native clients. In addition, the Kamloops probation office and Kamloops Indian Band worked together to start a non-residential attendance program for young natives. In the North, there was increased emphasis on First Nations involvement in the justice system. This included community service contracts with twenty-three bands and establishment of cultural renewal programs in the northwest part of the province. Specialized programs providing victim-offender mediation, victim education and offender counselling were established in Fort Nelson and McLeod Lake. A native community liaison worker was hired in Williams Lake and the region placed great emphasis on the hiring of native staff. On Vancouver Island, consultation meetings were held in a number of communities, and a community service program for native probationers was established in the Tofino/Ucluelet area. In the Fraser Valley, two native justice worker contracts were developed. All institutions maintained their level of services to native groups with Kamloops Regional Correctional Centre establishing two native brotherhood groups. Sweatlodge and pipe carrier ceremonies were held regularly. At Prince George Youth Custody Centre, programs continued to focus on native arts and crafts as well as native cultural and spiritual activity. Two residents were sponsored by private societies to attend a three-day alcohol and drug program at Pitoney Lake.

## OTHER AREAS OF SIGNIFICANT EFFORT

Mentally Disordered Offenders

As expected, the branch continued to see a growth in programs for the increased number of mentally disordered offenders in the correctional system. At Ford Mountain Correctional Centre, staff received specialized training to deal with the specialized needs of the disordered-offender population. At Vancouver Pretrial Services Centre, an experimental sheltered workshop was established to provide work in a therapeutic environment. As an organization, B.C. Corrections is involved in developing ways to work with other ministries when mentally disordered people come into conflict with the law.

Facilities

The Corrections Branch continued to maintain one of the lowest incarceration rates in Canada through its exploration of alternatives to custody. It also moved toward the replacement of all its aging facilities.

The Fraser Regional Correctional Centre opened in June, 1990, and began accepting inmates in July. Burnaby Correctional Centre for Women began accepting inmates in January, 1991, and will house both federal and provincial inmates. Surrey Pretrial Services Centre neared completion and preparations were made to close Oakalla. Pine Ridge Correctional Centre and two other centres, in Victoria and Kamloops, were closed. Plans to replace Prince George Regional Correctional Centre began, and research continued into replacing aging open facilities with open urban centres. Plans were underway to replace the Victoria Youth Custody Centre and Willingdon Youth Custody Centre.

Work programs within centres provided a wide range of training opportunities while focusing on production of saleable items and services. Inmates at Prince George Regional Correctional Centre cultivated seven hectares of farmland and produced clothing, lawn furniture, hope chests, and campground firepits. Nanaimo Correctional Centre generated about 30% of all its inmates' wages through work programs. Vancouver Pretrial Services Centre's upholstery shop now accepts large projects from other government agencies. Fisher-

ies programs at Alouette River Correctional Centre continued, with plans to turn the fish farm into an aquaculture research facility in conjunction with universities, colleges and provincial fisheries branches and agencies. A number of institutions trained and maintained fire-fighting crews. In the Chilliwack Valley, $750,000 in timber was saved by the Mt. Thurston fire crew. A wide variety of programs, in cooperation with the Ministry of Forests, included tree spacing, trail clearing, foot-bridge building, logging and other forestry-related tasks. In youth centres, programs produced salmon eggs, salmon fry, raw honey, firewood, survey stakes and arts and crafts. Important strides were made in adult literacy programs. In conjunction with Fraser Valley College, the Fraser region developed a mobile education program. At Kamloops Regional Correctional Centre, three educational programs were provided by Cariboo College.

Electronic Monitoring

The branch continued to promote the expansion of the electronic monitoring program. This voluntary program is for non-violent offenders who are facing a sentence of three months or less, have a suitable home environment, are employed or registered in an educational or training program, and attend alcohol or drug rehabilitation programs. The offenders are monitored 24 hours a day by means of a radio-frequency unit worn in the form of an anklet. This monitoring is complemented by staff supervision. The program focuses on reducing the intermittent prison population. Both the Vancouver and Fraser Valley program operated at a high level and the Vancouver Island program entered the final planning stages. The Interior and Northern regions prepared to put electronic monitoring programs in place.

Child and Youth Secretariat

The Ministries of Solicitor General, Education, Health and Social Services and Housing have established a secretariat to ensure that the needs of young people at risk are met. Senior managers from the ministries are working together to identify policy and financial issues and establish a network in communities to counteract drug and alcohol abuse and other problems facing young people.

Community Involvement

In addition to its involvement with volunteers and support of community advisory boards, the Corrections Branch has continued to promote community involvement in all facets of its organization. For example, at Lakeview Youth Camp, 3,600 hours of work were put into clearing a road into a local recreation area. Nanaimo Correctional Centre provided 3,300 work days to local community organizations. Various centres donated firewood or cleared snow for elderly citizens. In the Northern region, community corrections clients provided 30,566 hours of community service work.

Human Resource Development

The branch continued its commitment to positive human resource management practices. The Corrections Academy provided 120 courses for a total of 11,755 training days, in addition to comprehensive recruit training for new probation officers and correctional officers. Training included specialized conflict resolution courses for correctional officers, a certificate program dealing with sex offenders, courses on working with the mentally-disordered offender, and workshops on infectious disease control. The branch continued to promote employment equity for women. This included the use of special bridging positions for women, training in men and women working together, and participation in the Ministry women's conference.

Inspection and Standards Division

This division conducts inspection audits of all corrections operations to make sure they comply with branch standards. During 1990/91, the division held 33 inspections of institutions, probation offices and contracted services, and dealt with 299 complaints from inmates, young people in custody, probationers and family clients. The division also dealt with 183 requests for review of correctional centre disciplinary hearings, a 33% increase over the previous fiscal year. The increase is attributed to changes in review request procedures which commenced in January, 1991.

Trends

The branch continued to identify significant trends in corrections. Additional staff expertise was required to deal with an increase in difficult-to-manage groups such as sex offenders

and mentally disordered offenders. Programs to address family violence will require focus in the future. The continued shift and growth in population has place$ additional demands on community staff and has led to the development of creative responses to an ever-increasing workload.An increased rate of suicides in institutions has led to examination of programs to address health care and suicide prevention.

## CORRECTIONS BRANCH CASELOAD STATISTICS

| | 1988/89 | 1989/90 | 1990/91 |
|---|---|---|---|
| **ADULT INSTITUTIONS** | | | |
| Remand | 323 | 331.4 | 311.5 |
| Sentenced | 1,494 | 1,511.9 | 1,458.9 |
| **TOTAL** | **1,817** | **1,843.3** | **1,770.4** |
| **YOUTH CONTAINMENT** | | | |
| Remand | 41 | 43.5 | 51.8 |
| Sentenced | 277 | 259.1 | 262.7 |
| **TOTAL** | **318** | **302.6** | **314.5** |
| **ADULT COMMUNITY SERVICES** | | | |
| Probation | 8,842 | 9,432.3 | 9,996 |
| Pretrial | 1,643 | 1,769.3 | 1,972 |
| **Parole** | **341** | **366.3** | **355** |
| **YOUTH COMMUNITY SERVICES** | | | |
| Alternative Measures | 448 | 602 | 549.8 |
| Probation | 3,785 | 3,799 | 3,733.2 |
| Pretrial | 250 | 291 | 362.3 |
| **FAMILY SERVICE CASES** | 4,489 | 3,438 | 3,184.0 |
| Reports | 820.8 | 1,073 | 1,211.5 |

# MOTOR VEHICLE BRANCH

The Motor Vehicle Branch makes sure that people and resources are moved safely and efficiently within the provincial transportation system. The activities of the branch are designed to complement the economic development of the province in a socially and environmentally acceptable way. The branch provides comprehensive service to the public and to the transportation industry through its headquarters in Victoria, seven regional offices throughout the province, the Motor Carrier Division in Burnaby, and a network of 77 appointed agents, 99 government agents and 775 Autoplan agents of the Insurance Corporation of British Columbia.

During 1990/91, the branch improved service, assumed responsibility for the administration of traffic ticket violations, and introduced the Private Vehicle Inspection Program. In response to growing health and environmental concerns, the branch took a leading role in the development of a mandatory vehicle emissions control program for the province's heavily-populated Lower Mainland area. The AirCare program was scheduled to begin operating in July, 1992.

## DRIVER LICENCE DIVISION

The division is responsible for examining the ability of applicants to safely operate motor vehicles; maintaining driving records; recording traffic accident reports; licensing driver training school operators and instructors; administering the driver medical review program; issuing driver's licences and B.C. Identification cards (BCIDs); and keeping a register of organ donors. It operates licensing and driver examination offices in 34 locations, with smaller communities being served through the travelling examination program. In 1990, 2,636,701 drivers were licensed, a 3.1% increase from the previous year. The number of original driver's licences issued

was 112,182, up 11.3% from the previous year, while the number of BCIDs issued was 14,802, a marginal increase over 1989/90. The division monitored the records of all B.C. drivers. In cases where increased risk to the motoring public was evident, the branch took appropriate measures to deal with those drivers. Action ranged from cautionary warnings from the Superintendent of Motor Vehicles to complete withdrawal of driving privileges.

## VEHICLE LICENCE DIVISION

The Vehicle Licence division is responsible for vehicle licence, registration and ownership files; the manufacture and control of number plates, validation decals, branch revenue receipts and permits; commercial vehicle licensing with other jurisdictions; the field office program; the snowmobile registration system; and policy communication with ICBC. The division controlled the issuing of licences in a number of outlets throughout the province, and indirectly controlled licensing through 775 ICBC offices. To provide the public with greater access to services, the branch was in the process of transferring additional vehicle service functions to ICBC.

## COMMERCIAL TRANSPORT DIVISION

The division provided technical and policy direction to regional operations, which have 37 permanent weigh scales and 26 portable patrol units monitoring commercial vehicles. In 1990/91, 2,715,869 vehicles were monitored and 221,749 permits issued to commercial vehicles. There were 5,684 school bus inspections.

## MOTOR CARRIER DIVISION

The division puts in place decisions of the Motor Carrier Commission on licences and policy. It coordinates motor carrier licensing programs related to legal authorities, rates and time schedules. The *Motor Carrier Act* requires commercial carriers to be licensed. Extra-provincial authority is regulated through the federal *Motor Vehicle Transport Act*. In 1990/91,

3,267 applications were filed with the Division, a decrease of 524, or 13.8% from 1989/90.

## INFORMATION TECHNOLOGY SERVICES DIVISION

In 1990, revisions to the *Offence Act* resulted in new responsibilities for the Motor Vehicle Branch, which began monitoring nearly one million violation tickets for the collection of fines.. The division also developed and put into place a new revenue management system for tracking and monitoring tickets. Advanced computer technology was applied to field office operations.

## MANAGEMENT SERVICES DIVISION

The division coordinated capital projects and provided financial services and human resource and administrative support for Motor Vehicle Branch programs. It established a planning process linking the delivery of branch services and programs with budget development and the management of resources.

## EMISSIONS INSPECTION AND MAINTENANCE PROGRAM

In September, 1990, the branch received approval to put in place AirCare, a centralized, contractor-operated emissions inspection and maintenance program. In July, 1992, it is expected that all passenger vehicles, motor homes and light trucks (5,000 kg and under) licensed for operation in the Lower Mainland will be inspected for pollution-control devices and levels of exhaust emission. Funding for AirCare, which is a joint operation of the Ministry of Solicitor General and Ministry of Environment, is provided by the Sustainable Environment Fund, which is under the overall direction of the Cabinet Committee on Sustainable Development. The purpose of the account is to provide for the protection and enhancement of the environment.

## ROAD SAFETY DIVISION

The mission of the newly-created Road Safety Division was to reduce the frequency and severity of accidents. The division is responsible for recommending policy on road safety, analyzing accident data, and distributing public information on issues such as the need for bicycle safety, seat belts, and child restraint seats. The division developed and managed the Radar Camera Assessment Project which was aimed at reducing traffic speed and crashes. It sponsored and coordinated a symposium on driver improvement, launched *Co-Pilot: A Manual for Parents of Young Drivers*, and conferred $445,000 in grants to provincial safety councils. It also continued its involvement with the Canadian Council of Motor Transport Administrators and represented the branch on a number of inter-provincial committees and working groups.

# SUPPORT SERVICES BRANCH

Support Services Branch provides the central services required to support the overall operations of the Ministry and the independent boards and commissions the regulatory and service agencies with which it has a reporting relationship. These agencies are B.C. Board of Parole, B.C. Coroners Service, B.C. Gaming Commission, B.C. Police Commission, B.C. Racing Commission, Commercial Appeals Commission, Criminal Injury Section, Motion Picture Appeal Board, Motor Carrier Commission, and Order-in-Council Patients' Review Board. Support Services Branch also includes the Film Classification and Public Gaming operations.

The regulatory and service agencies are appointed either by Order in Council (provincial cabinet) or by the Solicitor General. They operate independently of the Ministry and may advise or report to the Solicitor General on matters that come under their mandates. All agencies cooperate and communicate with the Support Services Branch, Program Support Services. This relationship makes sure the agencies operate consistently with the government's fiscal standards and administrative policies.

## FINANCE AND ADMINISTRATION DIVISION

This division is responsible for overall Ministry financial operations, including payroll and accounts payable and receivable; financial policy development and reporting (both internal and external) to the Ministry; facilities planning and management and administrative services including vehicle management, telecommunications and purchasing; and preparing and submitting claims for federal-provincial cost-sharing agreements.

1990/91 Activities

The finance and administrative division put into effect a new invoicing system that allows offices throughout the province to enter financial transactions on an on-line basis. The approved transactions are sent electronically to the Office of the Comptroller General for automatic payment. It also put into place an on-line Leave Management System that allows staff to enter leave transactions from Ministry offices around the province. The information is then transmitted electronically to the Government Personnel Services Division of the Ministry of Finance and Corporate Relations for inclusion in government leave reports. The division also assisted with the development of 250 projects ranging from minor building improvements and staff moves to multi-million dollar capital projects, including the replacement of the Lower Mainland Regional Correctional Centre. Two of these projects, the Fraser Regional Correctional Centre in Maple Ridge and the Burnaby Correctional Centre for Women, were completed in 1990/91. A number of youth facilities were upgraded.

## INFORMATION TECHNOLOGY SERVICES DIVISION

This division provides support for the Ministry's information systems. This support includes policy and planning for the use of emerging technologies in program delivery; development of standards and quality control; daily operational support of the Ministry's minicomputers and networks; coordination of Ministry systems; and systems acquisition and development.

1990/91 Activities

The division doubled the Ministry's computer capacity to support over 2,300 users and meet an increasing demand for information technology services. It installed computers at three new major correctional centres as part of the Lower Mainland Regional Correctional Centre replacement project. It also increased electronic mail gateways to include many other ministries.

## PERSONNEL SERVICES DIVISION

The division serves both the Ministry of Attorney General and the Ministry of Solicitor General. Personnel Services assists Ministry line managers in all areas of personnel administration, including labor relations; staffing; classification of positions; organizational structure, reporting relationships, and related matters; training, occupational health and safety; personnel policy and standards development as required; and review and participation in human-resource initiatives, including pay equity and employment equity.

1990/1991 Activities

The division carried out workshops for supervisors in recruitment and selection, labor relations, and job description writing and job evaluation. Earthquake preparedness training was delivered to Vancouver Island employees with plans to extend it to other areas in the province.

## POLICY AND RESOURCE ANALYSIS

The division provides centralized Ministry-wide policy analysis, resource planning, management information and program evaluation to aid senior managers in planning and decision-making. In particular, the division coordinates the Ministry's legislation program and its participation in federal/provincial meetings and conferences. It also:

- provides specialized policy and analytical services;
- communicates with various federal, provincial, and non-government organizations on justice-related matters;
- develops the annual Ministry budget request;
- makes recommendations to the Executive Committee on funding allocations for each Ministry program;
- monitors program expenditures;
- coordinates development of statistical and management information for the Executive Committee; and
- reviews and evaluates Ministry programs.

1990/91 Activities

The division continued to refine the definition of key indicators measures of service which best reflect the activities and programs on which budget forecasting is based for each of the Ministry's programs. It assisted in the development of new methods of collecting information. The year also saw the completion of electronically-updated corrections management information systems; the development of a prototype for motor vehicle management information systems; the introduction of building occupancy charge management information systems; and the production of several program-related reviews. Close policy communication was established between Ministry branches, the Ministry of the Attorney General, and other social ministries.

## PROGRAM SUPPORT SERVICES

This division was created in January, 1990, to coordinate the relationship between government and the Ministry's independent agencies, boards and commissions. It is responsible for:

- helping agencies, boards and commissions improve services and resolve administrative problems;
- preparing orders in council and supporting documentation for the appointment of members to boards and commissions; and
- managing core funding grants to non-government agencies which provide justice services in support of the Ministry's missions and goals.

1990/91 Activities

In its first year of operation, the division held a meeting of all boards and commissions to address administrative issues that were of common concern. The division also helped coordinate native justice initiatives with other government ministries.

# REGULATORY AND SERVICE AGENCIES

- B.C. Board of Parole
- B.C. Coroners Service
- B.C. Gaming Commission
- B.C. Police Commission
- B.C. Racing Commission
- Commercial Appeals Commission
- Criminal Injury Section
- Motion Picture Appeal Board
- Motor Carrier Commission
- Order-in-Council Patients' Review Board
- Film Classification Branch
- Public Gaming Branch

# FILM CLASSIFICATION BRANCH

The purpose of the branch is to regulate the public exhibition and distribution of films and videos in the province, according to statutory requirements.

The *Motion Picture Act* defines the categories of films for public exhibition: GENERAL, acceptable to all age groups; MATURE, offering a guide to parents; 14 YEARS, limiting admission to those over 14 years of age, but allowing for adult accompaniment; and RESTRICTED DESIGNATION, restricting admission to those over 18 years.

All films which are to be exhibited publicly, or adult videos which are sold or rented through video retail outlets, must first be submitted to the director for review. The director can refuse to approve the exhibition or distribution of a film or video, or may order the removal of the material.
The branch also licenses theatres, film and video distributors and all video retailers. Regular inspections of theatres and video outlets are part of an ongoing inspection program which also includes responding to public complaints.

1990/91 Activities
The branch reviewed 444 adult videos for retail distribution. Also reviewed were 665 films and videos for public exhibition. Because licences must be renewed annually, the numbers issued give an indication of the extent of the industry in the province. Licences were issued to 59 general and adult film distributors, 1,244 general video retail outlets, 416 joint holders, and 26 adult-only outlets. The Film Classification Branch also licensed 275 theatres. Revenues from licensing and approval fees for the reporting year totalled $927,371, an increase of $179,425 over the previous year.

Inspectors have continued to ensure that adult video outlets comply with the *Motion Picture Act*. Before a new outlet is licensed, inspectors make certain that the adult and general material have been visually and physically segregated according to the *Act*.

Inspectors seized approximately 2,114 adult videos 59 less than the previous year from retail outlets because they did

not carry the proper decal. Many of the seized videos contained prohibited material as described in Section 5 (3) of the *Motion Picture Act.*

## PUBLIC GAMING BRANCH

The Public Gaming Branch makes recommendations to the B.C. Gaming Commission on matters of policy and sets gaming standards. It regulates the operations of bingo and casino operators who provide facilities and equipment for licensed charities, and also regulates various types of gaming at fairs, exhibitions and social clubs.

The distribution of policy, licensing and enforcement responsibilities has been designed to ensure that the government's approach to gaming is sensitive to the funding needs of community organizations as well as to public concerns over the extent and nature of legalized gambling.

The branch receives and screens all applications for gaming licences and makes recommendations to the B.C. Gaming Commission on the approval, amendment and denials of licences. The branch enforces the Terms and Conditions of Licence the regulations under which organizations conduct gaming and monitors all gaming activity through inspections, audits and investigation of irregularities and suspected violations. Branch staff members provide advice to licensed charitable organizations to ensure they comply with the regulations.

The branch maintains liaison with the police community and other provincial and U.S. state jurisdictions on public gaming activity, and, in collaboration with the B.C. Lottery Corporation, sets standards for control and distribution of bingo paper.

1990/91 Activities

During the 1990/91 fiscal year, the branch:

- revised the Terms and Conditions of Licence. The regulations were approved by the B.C. Gaming Commission in January, 1991, and came into effect April 1, 1991;

- met with charitable organizations around the province to introduce the revised regulations;
- conducted a major pre-licensing investigation program;
- devised and put into effect a system to review the use of gaming proceeds;
- introduced discussion drafts of standard procedures for bingo standards;
- developed a dealer registration program (numbering over 700 dealers) which included criminal record checks; and
- received 8,320 applications and issued 5,318 gaming licences and 2,158 amendments to licences. There were 33 identified and investigated incidents of theft, embezzlement and robbery totalling approximately $190,000 in losses to charitable and religious organizations.

# PUBLIC GAMING BRANCH
# STATISTICAL INFORMATION

## *Gaming Proceeds ($Millions)*

| | 1988/89 | 1989/90 | 1990/91 |
|---|---|---|---|
| **BINGO** | | | |
| Gross Revenue | 224.0 | 231.1 | 230.1 |
| Prize Payout | 134.0 | 133.8 | 128.8 |
| Administrative Costs | 33.0 | 30.6 | 33.1 |
| Charitable Proceeds | 54.0 | 63.1 | 64.4 |
| Licence Fees | 3.0 | 3.6 | 3.8 |
| **CASINO** | | | |
| Gross Revenue | 119.0 | 159.7 | 193.9 |
| Player Payout | 85.1 | 116.5 | 143.6 |
| Administrative Costs | 13.6 | 17.3 | 20.1 |
| Charitable Proceeds | 16.9 | 21.6 | 25.2 |
| Licence Fees | 3.4 | 4.3 | 5.0 |
| **TICKET RAFFLES** | | | |
| Gross Revenue | 16.0 | 18.8 | 24.1 |
| Prize Payout | 7.0 | 7.1 | 9.2 |
| Administrative Costs | 1.7 | 3.2 | 3.9 |
| Charitable Proceeds | 7.0 | 8.1 | 10.6 |
| Licence Fees | 0.3 | 0.4 | 0.4 |
| **OTHER** | | | |
| Gross Revenue | 11.5 | 9.5 | 12.0 |
| Charitable Proceeds | 2.5 | 3.5 | 3.3 |
| Licence Fees | 0.5 | 0.4 | 0.6 |
| **TOTAL - ALL LICENCES** | | | |
| Gross Revenue | 370.5 | 419.1 | 460.1 |
| Charitable Proceeds | 80.4 | 96.3 | 103.5 |
| Licence Fees | 7.2 | 8.7 | 9.8 |
| **LICENCES ISSUED** | | | |
| Bingo | 1,930 | 2,042 | 2,132 |
| Casino | 2,354 | 2,580 | 2,213 |
| Ticket Raffles | 803 | 779 | 786 |
| Other | 119 | 210 | 187 |
| **TOTAL** | **5,206** | **5,611** | **5,318** |

## B.C. BOARD OF PAROLE

The B.C. Board of Parole is an independent tribunal which makes decisions on the conditional release of inmates in provincial correctional centres. It receives its authority from the *Parole Act* (Canada) and the *Corrections Act* (B.C.). The board consists of a full-time chairman and 20 part-time community members who serve on an as-needed basis for a period of four years. Membership reflects all areas of the province and a broad cross-section of occupational backgrounds and community interests. All members receive training and ongoing development in areas of law and correctional issues.

Consideration for Parole

In order to be considered for parole, an inmate must make application for a hearing and develop a viable release plan which includes giving details of residence, employment or school, community support and commitment to restitution and participation in relevant treatment programs.

The plan is checked and evaluated by an officer in the offender's home community. The board also receives an evaluation from the correctional centre which includes information on behavior and participation in treatment programs.

The hearings are conducted in correctional centres throughout the province during which the board considers the offender's offence, criminal record, remarks of the sentencing judge, information from police, victim's views and letters of support.

After interviewing the applicant, a panel of the board renders a decision to grant or deny parole on three criteria: risk to the public, benefit derived from incarceration, and the value of early release in aiding an offender's reform and rehabilitation.

If a parole is granted, the board places conditions on the parolee which sets limits on movement, restricts behavior, requires regular reporting to a parole supervisor, and may require attendance at treatment programs. If parole is violated, the parolee is returned to jail immediately.

1990/1991 Activities

The board rendered 1,454 decisions on parole applications or conditions. Of these, 636 paroles were granted, 423 denied, and 101 revoked. Overall, 610 paroles were completed successfully. On average, there were 344 people on parole per day. These figures represent little change from the previous year, in which 1,481 decisions were rendered, 629 paroles granted, 458 denied, 124 revoked, with 579 paroles completed successfully.

## B.C. CORONERS SERVICE

The B.C. Coroners Service is the provincial agency charged with inquiring into all sudden and unexpected deaths, clarifying the circumstances for the public record and, where appropriate, making recommendations to prevent future loss of life. The investigative resources of the Coroners Service ensure that no death is overlooked, concealed or ignored. The coroner speaks for the deceased, the family and the community. It is an independent, community-oriented, public service.

The coroner, as a representative of the community, may come from a wide variety of backgrounds. The Service provides a support to relatives and friends, public and private agencies, and the community as a whole. Through its information, research and recommendations, the office serves to enhance public health and safety and is a major provincial and national resource for the control of preventable death.

The Service's mandate is especially directed to the protection of those who are dependent on others for their care and custody. This group includes the aged, chronically ill, mentally ill or retarded, and those who may be legally confined.
The training and experience of coroners, and the professional expertise of those who support them, allows the piecing together of all the facts necessary to conclude who the deceased was, and how, when, where, and by what means death occurred. The thrust of the investigation is fact finding, not fault finding. Fulfilling this mandate requires individuals with a great deal of understanding, wisdom and sensitivity.

Coroners' responsibilities include:

- investigating physical, medical and human factors surrounding the approximately 9,000 reported cases each year in B.C.
- determining the facts of death through coroners' judgements of inquiry;
- conducting public inquests by examining witnesses under oath, and focusing public attention on a death; and
- disseminating the findings and recommendations of inquiries and inquests to appropriate private and public sector agencies. While coroner and jury recommendations have no authority in law beyond public persuasion, they are for the most part well-received and implemented.

The Chief Coroner has a staff of approximately 150 people. This includes 30 full-time employees, 102 fee-for-service coroners, and 13 contract coroners. Regional offices throughout the province provide a decentralized service to the following regions: Vancouver, Fraser, Nanaimo, Victoria, Kamloops, Kelowna and Prince George.

1990/91 Activities

In the 1990/91 fiscal year, the coroners system handled 9,014 cases, a decrease of 123 over the last fiscal year, but 378 cases more than fiscal 1988/89. Of the 9,014 cases reported to the Coroners Service, 5,686 are coroner's cases and will be completed by inquest or inquiry. The remaining are statutorily reportable, but the circumstances do not require further investigation by the coroner. A total of 39 coroners' inquests were held during fiscal 1990/91, down from 48 the previous year.

Of the approximately 1,875 unnatural deaths reported to coroners throughout the province, 57% were classified as accidents, 22% suicides, and 21% homicides. For the purpose of the Coroners Act, homicide denotes a neutral term without imputing fault or blame, although the death resulted, directly or indirectly, from the actions of another person.

The review of death profiles, recommendations and responses assist coroners and others in the community to iden-

tify preventable causes. Reports are routinely forwarded to agencies such as the Bureau of Dangerous Drugs, Canadian Centre for Occupational Health and Safety, Bureau of Radiation and Medical Devices, and Consumer and Corporate Affairs.

This year researchers from agencies such as the Red Cross and the Traffic Injury Research Foundation used coroners' files to compile their annual reports. In addition, information from coroners' cases played a major role in a comprehensive study of native suicide, initiated by the B.C. Institute on Family Violence. Extensive analysis of Coroners Service files helped researchers identify primary native risk groups and factors which hopefully will assist in reducing the number of suicides. The year also showed increased community activity for coroners in B.C., with many becoming involved in community-based programs such as suicide intervention, graduation drinking-driving programs, school science fairs and community education seminars.

## B.C. GAMING COMMISSION

The B.C. Gaming Commission was established in April, 1987, as the authority in B.C. to license charitable organizations and establish the terms and conditions of charitable gaming. The commission licenses and establishes policy in three primary areas: bingo, ticket raffles and casinos. It also licenses and develops policies for gaming at fairs and exhibitions as well as social clubs (poker clubs). In 1990/91, the commission heard 22 appeals, an increase of 11 over the previous year; approved 5,399 licenses, down from 5,623 the year before; rejected 162 licenses, a decrease of 81 over 1989/90; and amended 2,150 licences, almost double the previous year's figure of 1,230.

It should be noted that gaming under the authority of the B.C. Gaming Commission does not include horse racing, slot machines, scratch and win tickets, or lotteries such as 6/49.

The commission reflects the policy direction of the government. The seven commission members, appointed by Order in Council (provincial cabinet), represent Sidney, Victoria, Parksville, Pender Island, West Vancouver, Penticton and

Prince George. They meet monthly to establish policy, conduct hearings, examine Public Gaming Branch reports, receive briefs from interested parties, or tour gaming sites.

Charitable gaming in B.C. is a highly-regulated activity. This makes sure that the integrity of the industry is monitored and protected. The commission works closely with the B.C. Gaming Branch to maintain the integrity of gaming and provide maximum financial benefits to charitable organizations under the regulations. Prior to being granted a gaming licence, all applicants must meet strict guidelines. The commission first makes inquiries as to eligibility, intended use of proceeds, and financial requirements (for example, are other sources of income available?) If an applicant meets these standards, the commission then determines if there is appropriate access to a gaming facility. Casino management companies, bingo hall owners and those who lease bingo halls have to be registered. Their locations must meet approval by the commission.

Licences approved in the 1990/991 fiscal year generated $103.5 million to charities in B.C. Charitable gaming revenue supports over 4,500 groups religious, educational, athletic and cultural organizations with 16,000 volunteers across the province.

## B.C. POLICE COMMISSION

The commission is a publicly-accountable body established under the *Police Act*. Its 16 members are appointed by the Lieutenant-Governor in Council (provincial cabinet). The commission is also accountable to the 12 independent municipal police departments in the province. The commission oversees the citizen complaint process, makes recommendations, conducts research and special investigations, and periodically inspects municipal police departments. The commission does not have jurisdiction over the Royal Canadian Mounted Police.

1990/91 Activities

The Complaint Commissioner, under section 50.1 of the Police Act, conducted inspections on the handling of citizens' complaints in four municipal departments: West Vancouver,

Port Moody, Delta and Central Saanich. The commission began, or continued research, in the following areas: accountability of Special Provincial Constables, firearms study, and police standards. The following reports were completed during the year: *Police Pursuit in B.C., The Use of Less Than Lethal Force*, and public attitude surveys of three departments: New Westminster, Oak Bay and Vancouver. The commission heard two appeals under the *Police Act* and six appeals under the *Private Investigators and Security Agencies Act.*

Three members of the commission were appointed under the *Inquiry Act* to investigate and report on allegations made by Robert and Francine Fullerton against the actions in 1985 of members of the Matsqui Police Department. The commission began the hearing in 1989 and completed its report in May, 1990.

The commission conducted a major audit of the Delta Police Department and a follow-up audit of the Saanich Police Department. Under the direction of the Deputy Solicitor General, a special audit was conducted of B.C. Transit Security. The commission also conducted Uniform Crime Reporting audits (to verify criminal data submitted to the Canadian Centre for Justice Statistics) in eight municipal departments: Nelson, Port Moody, West Vancouver, Saanich, New Westminster, Central Saanich, Esquimalt and Oak Bay.
A Police Honors Night was held at Government House in Victoria on November 15, 1990. Awards for bravery, outstanding service on assignment, and outstanding service to the community were presented to 18 police members. Awards were also presented to eight members of municipal boards whose terms of appointment had recently expired, and a special award was presented t the Justice Institute of B.C. for its outstanding contribution to the police community in B.C.

## B.C. RACING COMMISSION

The commission was established in 1960 by the provincial *Racing Commission Act* to govern, direct, control and regulate horse racing in the province. The commission consists of five members and employs a staff of racing officials, veterinarians and investigators to make sure that all race meetings are properly supervised, and that all horses are examined prior

to races. A high standard of harness and Thoroughbred racing is preserved in this way, allowing the betting public to maintain its confidence in the industry.

Horse racing continues to take place at Exhibition Park in Vancouver, Cloverdale Raceway in Surrey, Sandown Park in North Saanich, Sagebrush Downs in Kamloops, Kinsmen Park in Vernon, Desert Park in Osoyoos, and Sunflower Downs in Princeton. About 10,000 people are employed in the province's racing industry.

1990/91 Activities

The wagering and attendance figures remained relatively static compared to the previous fiscal year. It is an ongoing concern that industry development is not maintaining pace with the national rise in the cost of living. If this trend continues without relief, the industry ultimately will suffer.

In late 1990, the commission conducted a number of public hearings throughout the province on the subject of teletheatre wagering, and was able to advise the provincial cabinet of an apparent favorable public response. Eventual approval of teletheatre betting is expected to provide the industry a much-needed increase in revenue.

The search for a new one-mile Thoroughbred race track site continued through this reporting period with the Racing Commission being given authority by the provincial cabinet in October to prepare and advertise a proposal call for a new track to be located within the Lower Mainland/Fraser Valley area. The proposal call received a response from 20 different individuals or organizations requesting further information. The return date on the initial proposal was set for March 1, 1991. Negotiations continued into the year.

The commission conducted 26 formal hearings during the 1990/91 fiscal year and issued 5,025 licences to people engaged in the horse racing industry at operating race tracks. The Board of Stewards at Thoroughbred tracks, and the Board of Judges at the Standardbred tracks, issued 424 rulings on rule violations.

The human toxicology program continued testing all licensees riding or driving competing horses. The normal practice of the commission in cases of marijuana and cocaine abuse is to require the licensee to enter a recognized rehabilitation program. To date, these programs have proved beneficial to people with substance abuse problems.

## 1990/91 RACING STATISTICS

***(with percentage comparisons to previous year)***

| Track | Number of Days | Amount Wagered | Daily Average | % Change | Average Daily Attendance | % Change |
|---|---|---|---|---|---|---|
| Exhibition Park | 120 | 147,564,135 | 1,229,701 | +3.3 | 6,344 | -4/7 |
| Sandown Park (Thoroughbred) | 13 | 2,101,010 | 161,616 | -9.2 | 2,234 | -5/8 |
| Cloverdale Raceway | 105 | 50,668,407 | 482,556 | +1.8 | 2,512 | -2/7 |
| Sandown Raceway (Standardbred) | 52 | 6,810,714 | 130,975 | -8.2 | 1,651 | +2/3 |
| LowerFraser Valley Exhibition Assoc. | 9 | 894,707 | 99,4111 | -22.8 | 972 | -18/8 |
| Sagebrush Downs, Kamloops | 16 | 800,821 | 50,051 | +11.9 | 807 | +9/2 |
| Kinsmen Park, Vernon | 10 | 548,578 | 54,857 | +1.3 | 1,375 | -5.8 |
| Desert Park, Osoyoos | 4 | 135,310 | 33,827 | +1.1 | 866 | -17.6 |
| Sunflower Downs, Princeton | 2 | 91,130 | 45,565 | +13.9 | 1,124 | -22.1 |

## COMMERCIAL APPEALS COMMISSION

The commission was established in 1982 when Royal assent was granted to the *Commercial Appeals Commission Act*. The commission replaced the Corporate and Financial Services Commission and has jurisdiction to hear appeals under the following provincial statutes:

- *Cemetery and Funeral Services Act;*
- *Company Act;*
- *Credit Reporting Act;*
- *Credit Union Act;*
- *Debt Collection Act;*
- *Insurance Act;*
- *Mortgage Brokers Act;*
- *Motor Dealer Act;*
- *Real Estate Act;*
- *Society Act;* and
- *Travel Agents Act*

1990/91 Activities

The commission heard 19 appeals over 26 sitting days.

## CRIMINAL INJURY SECTION

Administered by the Workers' Compensation Board of B.C., the Criminal Injury Section provides compensation for victims of crime who are injured or killed. It also compensates people who are injured or killed while trying to prevent an offence, make an arrest, or assist a police officer in making an arrest.

The *Criminal Injury Compensation Act* provides the program with exclusive jurisdiction to determine whether a person is entitled to compensation, and to determine the form and amount of award.

The program received 4,163 applications, an increase over the previous year's figure of 3,350. It allowed 2,379 awards, down from 2,714 in 1989/90.

**Fiscal Year 1990/91**

| | |
|---|---|
| New applications received | 4,163 |
| Carried forward from 1989/90 | 1,305 |
| Total applications considered | 5,468 |

Of 4,163 applications, 2,379 were disposed of, leaving 1,784 applications to be carried forward to the 1991/92 fiscal year. Awards were allowed in 2,379 cases. 423 applications were disallowed and 260 were not proceeded with by applicants. Of 2,379 allowed cases, about 57%, or 1,373 awards, related to sex offences, including sexual abuse of children and indecent assaults. Expenditures for 1990/91 amounted to $13,351,983.95. Administration costs were $818,747.52 or about 6% of the total. Compensation awards came to $12,528,700.43.

| Payments | |
|---|---|
| Pain and suffering | $6,068,754.01 |
| Medical aid | $3,234,185.24 |
| Wage loss-rehabilitation | $2,518,147.34 |
| Pecuniary loss dependents (widows/children) | $707,613.84 |
| | $12,528,700.43 |

| Victims profile | |
|---|---|
| Age | |
| 22-30 | 699 |
| 13-18 | 600 |
| 06-12 | 598 |
| 31-35 | 285 |
| 19-21 | 228 |
| 56-60 | 34 |
| Sex | |
| Male | 1,301 |
| Female | 1,906 |
| Occupation | |
| Employed | 772 |
| Unemployed | 2,435 |

## MOTION PICTURE APPEAL BOARD

The Motion Picture Appeal Board hears appeals by exhibitors and distributors of motion pictures and videos concerning decisions rendered by the Film Classification Branch. Both the Appeal Board and the Branch operate under the authority of the Motion Picture Act. The board held nine hearings in 1990/91, an increase of five over the previous year.

## MOTOR CARRIER COMMISSION

Established in 1973, the commission is an administrative tribunal which regulates the for-hire motor carrier industry (trucks, taxis, buses) in B.C. The commission derives its authority from both the *Motor Carrier Act* and the federal *Motor Vehicle Transportation Act*. On April 1, 1991, the commission was transferred to the Support Services Branch from the Motor Vehicle Branch.

Motor carriers that transport passengers or goods over the province's highways are required, with few exceptions, to be licensed under the *Motor Carrier Act*. The commission may make investigations, inquiries, regulations and orders necessary to carry out its mandate. Its interest is in promoting efficient service, reasonable tariffs, safety on the highways, and sound economic conditions in the transportation business of the province.

Under the *Motor Carrier Act*, the Lieutenant Governor in Council appoints three people to the Motor Carrier Commission.

Applications for new licence authority or revisions to existing authority are filed with the Motor Carrier Division which performs certain investigative and clerical functions for the commission. All applications are forwarded to the commission for decisions. If necessary, the commission sets an application down for public hearing and investigation.

1990/91 Activities

The licensing year for this report runs from March 1, 1990 to February 28, 1991. During the last licence year, the commission processed 2,601 applications down 1,190 from the pre-

vious year conducted 83 public hearings up 12 from the previous year and generated $4,535,115 in revenue an increase over the previous year of $88,115. Further information regarding the commission's activities may be found in its annual report, publication of which is a requirement under section 34 of the *Motor Carrier Act.*

## ORDER-IN-COUNCIL PATIENTS' REVIEW BOARD

The board reviews the circumstances of those in the province who have been charged with an offence and are found by the courts to be unfit to stand trial, or not guilty on account of insanity. The board recommends to Executive Council (provincial cabinet) whether the person is fit or unfit to stand trial, and in the case of persons found not guilty on account of insanity, what action is required for the individual's gradual return to the community, consistent with his or her mental state and the interests of the public. Of those in custody under Order in Council, most are held at the Forensic Psychiatric Institute in Port Coquitlam.

In 1990/91, the board made 169 recommendations, an increase of 18 over 1989/90. It made seven recommendations for safe custody, all of which were acted on. It made 27 recommendations for level-one conditional discharges, 20 of which were acted on, and seven of which were rejected by Executive Council. It made 13 recommendations for level-two conditional discharges, 12 of which were acted on, and one of which was rejected by Executive Council. It made six recommendations for absolute discharge, four of which were acted on, and two of which were rejected by Executive Council. It made five recommendations that an individual was fit to stand trial, all of which were acted on. It made 12 recommendations that an individual was unfit to stand trial, five of which were acted on.

# Other Ministry Divisions

- Women's Programs
- Communications and Public Affairs
- Insurance Corporation of British Columbia

## WOMEN'S PROGRAMS

The objective of Women's Programs is to put into effect the Ministry Employment Equity Program for Women; to assist women in the Ministry to develop their employment opportunities; and to enhance working relationships among women and men in the Ministry.

1990/91 Activities

A Ministry Employment Equity Program for Women was approved by Executive Committee in November, 1990, and strategies to put it into place were developed by assistant deputy ministers. Corrections Branch and Motor Vehicle Branch have employment equity programs for women which complement the Ministry's program. A Ministry employment picture was produced and comparisons drawn between the proportion of women in targeted positions in 1989 and 1990. A column devoted to Women's Programs issues was produced for the Ministry newsletter, and a bulletin board was maintained via electronic mail to Ministry staff. Each branch undertook to review and put into place strategies designed to increase the number of qualified women recruited and selected in targeted positions, and $3,500 in tuition assistance funds were distributed among women in all four branches Corrections, Police Services, Motor Vehicle and Support Services to assist in career development training. A survey was completed of the need for 24-hour child care for Corrections Branch institutional employees at Vancouver Pretrial Services Centre, Willingdon Youth Custody Centre, Burnaby Custody Centre for Women and Surrey Pretrial Services Centre.

## COMMUNICATIONS AND PUBLIC AFFAIRS

The division manages the ministry's communications activities and is responsible for all public information material produced by the ministry. In 1990/91 the division sponsored a series of media workshops to help staff understand media relations.

The division assisted with the development of the Traffic Safety Initiatives, the launch of the Disabled Parking Program, the announcement of automobile Collector Plates, and the openings of both the Fraser Correctional Centre and the Burnaby Women's Correctional Centre. It also assisted the Provincial Emergency Program by providing staff during flood emergencies in the Interior of the province.

The division is responsible for developing communication plans for initiatives undertaken by the Ministry; assisting the branches within the Ministry to make more effective use of public information materials and techniques; instructing the Ministry staff in dealing with the media and promoting a public awareness of the Ministry; producing news releases and coordinating press conferences and special events; and coordinating branch publications, including advertisement preparation and placement, agency approvals and printing arrangements.

# INSURANCE CORPORATION OF B.C.

The Insurance Corporation of British Columbia (ICBC) has a reporting relationship to the Ministry of Solicitor General. The Ministry, however, exercises no budgetary control over ICBC, which functions as a separate entity. ICBC was established in 1973 under the *Insurance Corporation Act* to administer Autoplan, a compulsory automobile insurance program providing basic liability coverage and accident benefits to all licensed motor vehicle owners in the province. In competition with other insurance companies, the corporation also offers a comprehensive range of optional automobile coverage. It began reporting to the Solicitor General in November, 1989.

The Insurance Corporation provides protection from motor vehicle-related losses to the citizens of B.C. and endeavors to do so at cost.

In 1990, the total premium and investment income of the Insurance (Motor Vehicle) Act fund reached $1,745 million, an increase of 14.4% over 1989. This increase is partly the result of motorists buying more and better protection, particularly against injuries to themselves and others, and partly due to high shorter term interest rates earned for much of the year on the Corporation's investment portfolio. The cost of claims and operating expenses increased by 20.5%.

Operating income for the year was $17.2 million. This surplus was used to bolster the Rate Stabilization Reserve which protects policy holders against the need for sudden large rate increases in the future.

On November 15, 1990, the Corporation announced an average premium increase of 4.5% for 1991. Three per cent will pay for the increasing number and cost of claims and improved Autoplan benefits, and the additional 1.5% will offset the impact of the federal Goods and Service Tax.

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